UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/CP/SAM/5
26 February 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 6 of the provisional agenda

PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIFTH COUNTRY PROGRAMME FOR SAMOA

Programme period	Actual resources programmed	$
January 1992-December 1996	Net IPF	5 077 000
	Estimated Government cost-sharing	52 000
	Total	5 129 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Western Samoa, with a land area of 2,800 square kilometres, had been experiencing modest economic growth when it was struck by cyclone "Ofa" in February 1990 which destroyed most of the agricultural and infrastructural base of the economy. In December 1991, cyclone "Val" inflicted even greater damage to the Samoan economy and the decline in gross domestic product (GDP) registered after cyclone Ofa (approximately 5 per cent) is expected to be further aggravated.

2. With a GDP of $109 million (1988) and a population of 160,000, the Samoan economy is relatively small and vulnerable, being highly dependent on remittances ($32 million in 1988 or about 29 per cent of total GDP), and foreign aid ($15 million in 1988 or 14 per cent of total GDP). In recent years, the flows of remittances and aid have declined in absolute and real terms; this trend is expected to continue, creating a need to develop alternative revenue sources. Agriculture, whose contribution to the GDP has declined over the past 10 years to levels lower than aid flows, has been identified as a priority area for development. This sector, however, faces environmental problems which include cyclones, uncontrolled logging, human encroachment on catchment areas, excessive use of herbicides and insecticides, and overexploitation of inshore fisheries.

3. Although GDP per capita is not high ($580), the country has a strong subsistence sector, although this is expected to deteriorate, at least in the short term, due to the recent cyclones. Levels of education and health are relatively high with an adult literacy rate of 90 per cent for both men and women, life expectancy of 66.5 years, and 100 per cent of the population with access to health services.

B. National development objectives and strategies

4. Western Samoa's long-term development objectives include sustained economic growth leading to an improved quality of life, a greater degree of national self-reliance, equitable distribution of economic opportunities, and protection of the environment. For the immediate term, Western Samoa will remain preoccupied with the problems of post-cyclone reconstruction, especially the restoration of agriculture and basic infrastructure. In a longer perspective, in view of the decline in external flows, future growth will depend on strengthening agriculture and other primary sector activities, in conjunction with fostering domestic private savings, encouraging private sector development, reducing the size of the public sector, and enhancing the latter's efficiency and effectiveness. To sustain such economic growth, the Government wishes to develop agriculture within an appropriate framework of environmental protection and conservation.

II. EXTERNAL COOPERATION

A. External cooperation priorities

5. External assistance (70 per cent in grants and 30 per cent in soft-term loans), which contributed $38 million or 53 per cent of the Government's development budget in the 1988-1990 period, continues to play a major role in financing public sector development programmes. Seven major donors for Western Samoa, contributing more than 90 per cent of total aid include Australia, Japan, the European Economic Community (EEC), the Asian Development Bank (AsDB), New Zealand, the United States of America and UNDP.

B. Aid coordination arrangements

6. The Government's principal coordinating mechanism, the Aid Coordinating Committee, comprises the Ministry of Foreign Affairs, the Treasury, the Planning Division of the Prime Minister's Department, and the Public Service Commission. It deals with aid matters and reviews project proposals before submission for donor funding. UNDP has promoted capacity-building in the departments concerned and facilitated the aid coordination process through four round-table meetings. Two meetings were held during the fourth country programme period, the most recent being in 1990. The UNDP Resident Representative in Samoa, as Resident Coordinator of the United Nations system's operational activities for development at the country level, has collaborated closely with the Ministry of Foreign Affairs to ensure where possible a coherence of United Nations development agencies' assistance.

III. THE COUNTRY PROGRAMME

A. Assessment of the ongoing country programme

7. The fourth country programme for Samoa focused, with some success, on the agriculture sector covering skilled manpower training, technical research and development, and environmental issues. As part of the country programme, the first full agricultural census for Samoa was carried out successfully, providing necessary data for planning and management. The country programme also successfully laid the foundations for developing the fruit tree subsector; it assessed the degradation of inshore marine resources; and it demonstrated, on a pilot basis, the importance of, and techniques for, watershed management.

8. Assistance for the health and education sectors in the form of United Nations Volunteers programme (UNV) doctors and teachers has directly benefited the general population. But while this and other assistance provided through UNV specialists have been cost-effective and contributed significantly to institution building in a number of departments, including Treasury, Statistics, Agriculture, Forests and Fisheries, sustainability remains a problem due to shortage of national counterpart staff. Without an effective counterpart system, the effective transfer of skills was limited, thus constraining the developmental role of UNV specialists.

9. Another weakness of the country programme has been the lack of focus and concentration, which resulted in limited resources being spread too thinly and in an ad hoc manner. The proposed concentration of resources on the primary sector and human resources and social sectors should enhance the impact of the next country programme.

B. Proposals for UNDP cooperation

1. Preparatory process

10. The preparation of the fifth country programme began with the 1989 mid-term review, and built on the documentation for the two round-table meetings and on numerous other meetings and consultations with the Government and other donors and agencies. This provided the framework for the UNDP Advisory Note on the basis of which the Government, UNDP and the specialized agencies concerned discussed the focus for the new country programme. The country programme document was then formulated not only on the basis of reviews and discussions, but also in a way that is consistent with: (a) the objectives and strategies in the strategic plan being drafted for the period 1992-1994; and (b) the investment programmes as presented to the donors at the round-table meetings.

2. Strategy for UNDP cooperation

11. In order to determine the best use of IPF resources, the following was reviewed: the Government's priority needs; proposed interventions of other donors; and UNDP's comparative advantages. The latter includes its flexibility in responding to emerging national needs, neutrality, capacity to access specialized expertise internationally, such cost-effective modalities as the use of UNVs and the United Nations International Short-Term Advisory Resources (UNISTAR), and support available to country programme activities through its subregional programme.

12. Based on this review, the Government proposes that in the fifth cycle special emphasis be given to the agricultural, human resource, and social sectors. This focus reflects the Governing Council's concern for human development, resource management, women in development (WID), technical cooperation among developing countries (TCDC), and the transfer and adaptation of technology.

3. Proposed UNDP cooperation in selected areas of concentration

Revitalization of the primary sector and employment creation

13. The agriculture sector, which accounts for 90 per cent of export earnings and provides employment for 63 per cent of the active labour force, is a priority area for the Government, especially now with the declines in external flows. UNDP cooperation will be sought to develop programmes for agricultural

production and assist the Government in the development and management of marine resources, while also endeavoring to enhance the long-term sustainable exploitation of natural resources.

14. With regard to agricultural diversification, it is proposed that UNDP continue its support to fruit tree development. The new phase will need first to rehabilitate the damages caused the nurseries and facilities by cyclone "Val". The project will also continue to introduce, evaluate, and select fruit types, produce certified planting materials, privatize the production nursery, carry out field research, support private demonstration and commercial orchards, develop national staff capacities, and promote post-harvest processing and export marketing by the private growers. Expected outputs include further development of the nursery at Nafanua for research and planting material propagation, as well as establishment of demonstration orchards in various locations throughout the country. At least 50 new commercial orchards with a total of 200 hectares are targeted for development.

15. Continuing assistance for cattle development is also sought from UNDP, specifically for advice on pasture development, particularly for private farmers. It is expected that other needs for technical cooperation in the livestock field will be met by Australia and New Zealand, and by the International Fund for Agricultural Development (IFAD) which is considering a further programme for cattle production with the involvement of village groups and non-governmental organizations (NGOs).

16. Watershed management is essential not only for agricultural production but also for hydropower, conserving drinking water supplies, and avoiding degradation of the coastal lagoons and reefs by harmful run-off of soil and chemicals. Building on the success of the earlier pilot programme supported by UNDP and the Food and Agriculture Organization of the United Nations (FAO), AsDB and EEC have confirmed substantial contributions to a national watershed management programme over the next few years, covering capital investment and long-term capacity strengthening. Technical cooperation from UNDP and FAO will be required for the overall guidance and management of this expanded programme.

17. Recent studies by UNDP and FAO have shown that fisheries resources have declined greatly in the last few years, largely due to over-exploitation, destructive fishing methods and run-off from poor land use. UNDP support will help build the capacity to assess the resources more fully and to introduce aquaculture (marine and freshwater) and controlled fishing techniques. Certain niche export markets (e.g. giant clams) will also be explored. Sustainable yields of reef fisheries will be determined and a fisheries research unit established capable of making recommendations for further fishery development.

18. A total of $3.1 million (60 per cent of the IPF) is proposed for this area of concentration. Complementary assistance for agriculture is expected from the UNDP Pacific regional programme, as well as from Australia, New Zealand, AsDB, EEC and IFAD.

Management improvements in the public sector

19. The need to improve the management and administration of the public sector, in order for it to be better able to stimulate economic growth and deliver public services efficiently, was highlighted in the Government's presentation at the round-table meeting in May 1990.

20. It is expected that UNDP will continue to support the strengthening of policy processes and management performance. The focus will be on upgrading the management systems, especially of the government departments, ministries, and statutory bodies responsible for planning, public finance and public service management. Ten per cent of the IPF ($0.5 million) has been allocated to this area.

21. Complementary assistance will be sought from the Management Development Programme (MDP) and UNDP's Pacific regional programme for economic and financial reforms.

Health and education sector support

22. While the human development index (HDI) for Samoa shows a high level of health and education, there persist imbalances in these services between the urban and rural population throughout the country. There is also evidence that literacy levels in primary schools are much lower than usually assumed. In addition, the shortage of doctors restricts the provision of health care promptly and to the entire population; UNDP in past years has been providing UNV specialists to assist while Samoan medical students are undergoing training. A joint evaluation in May 1991 of UNV assistance concluded that the programme should continue, but as part of a long-term health programme including structured training of nurses and other paramedical staff, as well as professional development of the units to which they would be attached. The Government is undertaking a health staff planning exercise with the support of the World Health Organization (WHO) and is also taking measures to improve doctors' remuneration and working conditions in order to address staffing problems in this sector.

23. Regarding education, the provision of temporary teachers as a short-term measure will not be continued. It is proposed, however, that UNDP assist in developing the management of the education system, with a view to retaining trained Samoan teachers who might otherwise consider taking up employment in other sectors or even to emigrate. It is proposed as well that UNDP support a strengthening of technical and vocational training.

24. Complementary assistance to co-finance UNV health staff will be provided under the WHO regular programme for, at least, the 1992-1993 biennium. The education sector is also expected to receive assistance from Australia and New Zealand to improve pre-service and in-service teacher training, and from Japan and the United States Peace Corps which will be providing teachers. The UNDP Pacific regional programmes for education and employable skills will provide complementary inputs to this programme.

25. A total of $1.0 million (20 per cent of the IPF) is allocated to health and education.

C. Assistance outside the main country programme area

26. A master plan which will set out the framework for developing the water sector is being funded by EEC/EIB under Lome IV. The United Nations Capital Development Fund, which financed the provision of water tanks during the previous programme, is considering similar assistance to establish a sustainable national capacity to build and install water tanks as part of an overall water sector programme. In view of the recent cyclone, the Samoan Government may seek funding from Special Programme Resources (SPR) for a disaster preparedness and mitigation programme.

D. Implementation and management arrangements

27. Detailed programmes will be developed by the Government with UNDP support as required, following an integrated, programme-oriented approach in the thematic areas mentioned above. Local Government/donor consultations and the round-table process will continue to play key roles in this process.

28. Building national capacity is the key to the sustainability of the national development programmes. Long-term advisers and experts will be fielded only where there is a clear need for sustained technical and management guidance, and in the specific context of national expertise being developed, to whom the UNDP-funded advisers act as counterparts. In many, if not most, cases, such expertise can be provided cost-effectively through UNV specialists. Short-term advisers can help build self-reliant national capacity: the facilities available from UNDP under the UNISTAR and the Transfer of Knowledge through Expatriate Nationals (TOKTEN) schemes could be most useful. Given the large number of skilled expatriate Samoans, TOKTEN merits close consideration. Of the greatest importance, however, for the effective planning, implementation, management, and monitoring of the country programme is national staff. The availability and capacities of national staff are probably the most important factor likely to affect the implementation of the fifth country programme. This is being addressed by the Government in the context of the public sector staffing plan under consideration.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	206	
Fifth cycle IPF	4 871	
Subtotal IPF		5 077
Project cost-sharing (Government)	52	
Project cost-sharing (Third Party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		52
TOTAL		5 129

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Primary sector	3 077	-	3 077	60
Management improvements	503	-	503	10
Health and education	979	52	1 031	20
Subtotal	4 559	52	4 611	
Unprogrammed reserve	518	-	518	10
TOTAL	5 077	52	5 129	100

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

		(Thousands of dollars)
A. UNDP-administered funds		
Special Programme Resources	300 000 a/	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		300 000
B. Other United Nations resources		
JCGP participating agencies	80 000 b/	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	- c/	
Subtotal		80 000 d/
C. Non-United Nations resources	-	
Subtotal		-
Total		380 000

a/ Disaster reconstruction.

b/ UNCDF does not allocate funds for countries, but is expected to consider how it may contribute within the country programme framework.

c/ The GEF programme for the South Pacific will cover Samoa.

d/ IFAD is considering a programme in livestock, details of which will become available later; the $80,000 shown is from UNFPA and may well increase when the UNFPA 1992-1995 programme for the Pacific is finalized.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
Revitalization of the primary sector and employment creation	*	*	*		*	*
Management improvement in the public sector		*	*	*		
Health and education	*	*	*	*	*	*

a/ Asterisks indicate major linkage only.